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<p>1 during discovery, also suggested that other model 2 options should be considered. The response of EPA 3 Region 8 or the Department to those recent 4 suggestions by OAQPS is not known.</p> <p>5 Model performance results for Calpuff were 6 published as part of the 2002 Department modeling 7 report. Model predictions for calendar year 2000 8 were compared to observed SO₂ concentrations at two 9 monitoring sites. The locations of monitors and 10 major sources of SO₂ are shown in figure 1. The 11 monitor located at the South Unit of Theodore 12 Roosevelt National Park provides SO₂ measurements 13 representative of the Class I area, while the Dunn 14 monitor is located about 60 kilometers east of 15 Teddy Roosevelt National Park. Distances from the 16 Dunn monitor, which actually is missing from the 17 figure, but it's located roughly there, range from 18 about 50 kilometers to 105 kilometers from the 19 group of plants located to the east of both the 20 Dunn monitor and the South Unit monitor, which is 21 located down here, whereas the distances from the 22 South Unit monitor to those sources range from 23 about 125 to 175 kilometers, so almost twice as far 24 -- the South Unit monitor is almost twice as far 25 from this group of sources as the Dunn monitor.</p>	<p>1 evaluation in the 2002 Department report indicates 2 the Calmet and Calpuff were tested with a variety 3 of options and parameters settings, but this 4 testing has not been described in reports and no 5 data pertaining to the evaluation study has been 6 released to us on request by either the Department 7 or EPA Region 8. It is therefore unclear exactly 8 how the Department selected the final model options 9 and settings, or whether the chosen settings 10 provided better performance at the South Unit 11 monitor than any of the other alternatives that 12 were considered.</p> <p>13 A diagnostic evaluation is a key component 14 of performance testing which I find to be missing 15 in all of the work performed to date. Diagnostic 16 analysis looks for characteristic patterns 17 associated with peak observed concentrations and 18 then examines whether peak predictions follow 19 similar patterns. For example, peak observed 20 concentrations may show distinct seasonal or 21 diurnal patterns, or may be associated with 22 specific types of meteorological conditions. The 23 goal of diagnostic analysis is to assess whether 24 the model is correctly accounting for the processes 25 that lead to high concentrations. EPA guidance on</p>
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<p>1 Results of the limited comparison 2 performed by the Department show predicted peak 3 3-hour average and 24-hour average concentrations 4 for the year are within a factor of two of observed 5 concentrations at both monitor locations. Keep in 6 mind with regard to this discussion that some of 7 the results presented yesterday by Mr. Paine 8 relating to the importance of including background 9 concentrations when doing this comparison, which 10 are not included in what I'm discussing here; I'm 11 simply referring to the performance results as 12 performed by the Department.</p> <p>13 Results for the South Unit monitor show a 14 consistent bias of overprediction of peak 3-hour 15 and 24-hour average concentrations, while results 16 for the Dunn monitor show little or no bias between 17 predictions and -- peak predictions and 18 observations. With comparisons based on only one 19 year of data from two sites, it is not possible to 20 establish a clear pattern of model performance 21 applicable to all of the Class I areas of concern. 22 What data exists in the Class I area suggests an 23 overprediction bias at the South Unit, but 24 additional performance evaluation data are needed. 25 The description of the performance</p>	<p>1 model performance testing recommends diagnostic 2 analysis as a basic component of performance 3 evaluation. The Department's report does not 4 describe any such analysis, and, of course, we 5 don't have any such report from EPA.</p> <p>6 A comparison of the seasonal patterns of 7 observed and predicted 24-hour average peak values 8 based on the EPA modeling illustrates the type of 9 information that can be developed through 10 diagnostic analysis. This frequency comparison, by 11 the way, is meant more to illustrate the kind of -- 12 the kind of evaluation that's needed and to 13 illustrate what a diagnostic analysis can show, but 14 it's not intended to be an ideal example of such an 15 analysis for a couple of reasons. First of all, 16 the data that we were using in this particular case 17 is comparing EPA's peak increment predictions for 18 the years 1990 to '94 -- this is the modeling -- 19 Calpuff modeling with the Department settings -- 20 versus observed concentrations for the Teddy 21 Roosevelt South Unit for the years 1998 to 2001.</p> <p>22 We don't have a direct match in time for 23 the simple reason that the South Unit monitor was 24 not operating through the 1990 to '94 period, but I 25 think this captures just the general flavor of what</p>

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1 the peak predictions and observations illustrate.

2 Another thing to keep in mind, these are
3 increment predictions by EPA, so they include not
4 the impact of all sources, but only the impact of
5 the increment-consuming sources. But what we do
6 see is that the peak observed concentrations, this
7 is the frequency -- this frequency -- the frequency
8 distributions for observed concentrations represent
9 peak 24-hour average concentrations in excess of 5
10 micrograms per meter cubed -- no, I'm sorry, 6
11 micrograms per meter cubed whereas the peak
12 predicted values are any increment predictions
13 above 5 micrograms per meter cubed. What we see is
14 peak observations occur predominantly, in fact
15 almost overwhelmingly, during the winter season,
16 whereas the peak predictions occur most frequently
17 in the spring, and only rarely do we have high
18 predictions in the winter.

19 One of the factors for this particular
20 comparison that leads to the low frequency -- I
21 believe to the low frequency of high predictions in
22 the EPA increment analysis during the winter is the
23 fact that, as we've seen before, EPA in their
24 increment analysis completely left out the oil and
25 gas sources, so in fact if what we're seeing in the

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1 observed data is strongly influenced by oil and gas
2 sources, you would not expect the model to be able
3 to predict a corresponding peak unless you put
4 those sources in the model.

5 This type of frequency distribution
6 analysis, though, is a critical part of diagnostic
7 analysis, both for 3-hour and 24-hour
8 concentrations, and should have been performed, and
9 we would recommend it for any future modeling.

10 Having evaluated performance for calendar
11 year 2000, the Department and EPA could, and
12 should, also have performed increment analysis
13 using the 2000 data set. Perhaps modeling other
14 years, as well, but certainly modeling increment
15 consumption for the year 2000. Since model
16 performance was tested only for a single year, it
17 is unclear whether performance results that were
18 obtained for 2000 are representative of how the
19 model would perform for other years such as 1990 to
20 1994. That's particularly true because in fact
21 there was a different amount of meteorological data
22 used for the 2000 -- for the year 2000 modeling.
23 There was a total of 32 surface stations providing
24 meteorology for the 2000 year compared to only 25
25 in 1990 to '94. So we would certainly for future

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1 modeling recommend using the same year to evaluate
2 the model and to perform increment analysis.

3 As we've noted earlier, EPA did not
4 perform any sort of model performance evaluation
5 either for the settings that they used
6 corresponding to the Department's modeling or to
7 the IWAQM option that they ran, as well.

8 In light of the prediction bias
9 demonstrated in the limited Department evaluation
10 for the South Unit monitor, and with additional SO₂
11 monitoring data now available from the North Unit
12 since the middle of 2001, a more comprehensive
13 systematic analysis of model sensitivity and model
14 performance to evaluate a broader range of options
15 for the application of Calmet and Calpuff is
16 clearly warranted. If such an analysis were
17 undertaken, options that need to be considered
18 include the following:

19 First, apply Calmet in conjunction with a
20 prognostic mesoscale meteorological model, such as
21 the Penn State MMS model. You heard all about that
22 in spades yesterday. I won't belabor that point.
23 Mr. Paine talked about it in far more detail than
24 I'm prepared to, and in fact illustrated how that
25 would be done and why it's of value.

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1 Second, investigate use of a finer grid.
2 Again, Mr. Paine illustrated an example of how that
3 can be done. Twelve layers is the maximum that the
4 model allows in vertical. Two to five kilometers
5 is certainly better resolution in horizontal.

6 Third, investigate a wider range of model
7 options, but, equally important, if you're going to
8 do that kind of sensitivity analysis, document the
9 results in such a way that the public and any
10 independent reviewers can see what was done and can
11 in fact assess the merits of the choices that are
12 made.

13 Third, additional recommendations as I
14 noted before, if the modeling were extended to
15 2001, there is data available from the North Unit
16 and it would be particularly valuable to have at
17 least two data points within the Class I areas
18 rather than one.

19 As I noted before, we recommend performing
20 increment analysis and evaluating model performance
21 for the same year -- year or years. Again, as Bob
22 Paine pointed out yesterday, if MMS data were used,
23 there is regulatory precedent for only performing
24 an increment analysis based on one year of data
25 given the effort and expense that's associated with

1 running MM5.

2 And, finally, as I noted before, but will
3 reiterate, it's critical to perform a diagnostic
4 analysis to ensure that peak predictions and
5 observations occur for similar conditions.

6 Just very quickly to look at the
7 prediction bias, again, this was discussed in some
8 detail yesterday by Bob Paine, but prediction bias
9 at the South Unit is -- or as illustrated by the
10 data in the Department's performance comparison at
11 the South Unit is important if one puts it next to
12 the modeling that was performed by EPA Region 8.
13 In essence, to cut quickly to the bottom line of
14 it, for the 3-hour average predictions, if you look
15 at the performance data for the South Unit and you
16 look at the highest second high increment
17 prediction in EPA's modeling for the South Unit, we
18 see that peak 3-hour predictions were high by the
19 factor of 1.3 to 1.85. The peak increment
20 prediction for 1990 to '94 in EPA's analysis was
21 only 1.27 times the Class I increment, at least for
22 the South Unit. With no bias there would be no
23 highest second high exceedence of the 3-hour
24 increment.

25 For the 24-hour increment, essentially the

1 peak 24-hour values are high there by 1.35 to 1.85,
2 again, similar to -- Bob Paine went through these
3 results yesterday to some extent. If you actually
4 put them next to EPA's predictions, there's one
5 high value -- the highest second high for 1990 is
6 quite a bit higher than the demonstrated bias, but,
7 otherwise, for 1991 through 1994, again, the
8 increment predictions at the South Unit are
9 consistent with the degree of bias in the model
10 consistent with a conclusion that in fact no
11 increment violation is predicted within the
12 uncertainty of the model.

13 Finally, I think it's worthwhile to come
14 back, once again, to thinking about the measured
15 concentrations and what they tell us relative to
16 the increment predictions that came out of the EPA
17 Region 8 modeling both for the Department's
18 modeling options, as well as the IWAQM settings,
19 and simply compare the predicted increment
20 consumption based on the 1994. This happens to be
21 just for the South Unit. Compare the increment
22 predictions for the 1994 period to the most recent
23 years of modeling. This is actually data from 1998
24 to 2001. The South Unit monitor was not operating
25 previously.

1 But what we see is that the peak predicted
2 -- peak increment predictions for both modeling
3 options, and these are the impacts only of the
4 increment consumers, during 1990 to '94 are higher,
5 and certainly for the IWAQM settings, substantially
6 higher, than the total concentrations that have
7 been observed in the South Unit for a corresponding
8 period of time. The peak 24-hour values are
9 roughly -- for the IWAQM option they're roughly
10 double what was observed, and even with the
11 Department settings the peak 24-hour impacts are
12 considerably higher. And similar with the 3-hour.

13 In conclusion, as noted by a number of
14 speakers and just to reiterate, Calpuff is not yet
15 a guideline model. Some type of performance
16 evaluation is warranted before you would apply it
17 for this type of PSD analysis. EPA has not
18 conducted or at least has not documented any
19 performance evaluation or validation study of model
20 performance specific to its application of
21 Calpuff. Documentation of the sensitivity analysis
22 conducted by the Department to select an
23 alternative modeling approach is incomplete.
24 Technical basis for choosing specific model options
25 and parameter values is not adequately explained.

1 Other options that were evaluated are not
2 described. And model performance for the IWAQM
3 option is not documented.

4 At the one monitor representative of Class
5 I area impacts, model performance results for the
6 alternative approach show systematic overprediction
7 bias for peak concentrations. Model results for
8 the IWAQM also are inconsistent with actual SO₂ --
9 observed SO₂ concentrations.

10 Prior to reaching any conclusions
11 regarding model validity for purposes of evaluating
12 North Dakota increment consumption, a more complete
13 and comprehensive model evaluation study is
14 needed. Such a study should, at a minimum, use
15 additional SO₂ measurements for both the South Unit
16 and North Unit, use meteorological data for the
17 same period that is used in the increment modeling,
18 and, three, assess whether peak predictions and
19 observations occur for similar events. Thank you.

20 MR. SCHWINDT: Thank you, Mr. Londergan.
21 We will allow some questions of Mr. Londergan after
22 the lunch break. Why don't we try to reconvene
23 about 1:15 or so this afternoon. Thank you.

24 (Recess taken at 12:09 p.m. to 1:17 p.m.)
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1 MR. SCHWINDT: When we broke for lunch,
2 Mr. Londergan had just finished his presentation and
3 we were going to allow some questions of him.

4 I have one myself, if I can find my notes
5 again. You referenced in your testimony that there
6 were some comments by EPA's office of Air Quality
7 Planning and Standards on the modeling by EPA Region
8 VIII that suggested that other model options should
9 be considered, and you referenced that there was
10 some type of a document to that effect. Are you
11 going to be submitting copies of that document?

12 MR. LONDERGAN: We got -- we got it from
13 you.

14 MR. SCHWINDT: Okay. All right. And then
15 are background concentrations normally included in
16 any modeling analysis that is conducted in other
17 areas of the country?

18 MR. LONDERGAN: Yes.

19 MR. SCHWINDT: Okay. Any other questions?
20 Paul.

21 MR. GREEN: Sir, how long do you feel you
22 could hold a sample without it starting to
23 deteriorate?

24 MR. LONDERGAN: I'm not -- I don't have
25 that kind of expertise on the measurement side.

1 summer, winter, which is good sampling, but I used
2 to argue, they used to -- they would take this
3 container, box it up, both ends, and ship it to
4 North Carolina and I said that's like eating a good
5 T-bone steak down here at Jack's Steakhouse, by the
6 time you get to North Carolina the steak is going to
7 be gone. And I was told, no, a sample like that
8 could be held for a month and I said, no, you people
9 just don't understand good sampling. You've got to
10 sample it instantaneous, continuously. Thank you.

11 MR. SCHWINDT: Any other questions?

12 MR. WITHAM: Lyle Witham, Attorney
13 General's Office. Mr. Londergan, I'm intrigued by
14 your figure 1 attached to your testimony. I'd like
15 to ask you a few questions about that. And I take
16 it that what that shows is with the observed or
17 monitoring data your highest or peak concentrations
18 appear to be occurring during the wintertime; is
19 that correct?

20 MR. LONDERGAN: Yes.

21 MR. WITHAM: Would you -- could you explain
22 in more detail what you observed in terms of the
23 seasonal variations on the observed data?

24 MR. LONDERGAN: Well, both with regard to
25 the figure that I presented there, as well as --

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1 We've got measurement people here that have a lot
2 more expertise than I.

3 MR. GREEN: Is there anybody here that
4 could answer the question?

5 MR. SCHWINDT: What was the question again?

6 MR. LONDERGAN: The question was how long
7 can one hold a sample before it begins to
8 deteriorate? And I'm not sure even what type of
9 sample you were referring to.

10 MR. GREEN: Any air sample you are taking.

11 MR. LONDERGAN: Well, the ambient air
12 measurements that we're referring to are not based
13 on a sample. They're actually a continuous --
14 they're continuously monitoring a gas stream that,
15 you know, which is just an air sample that passes
16 through the instrument and is sampled continuously.

17 MR. GREEN: That's the answer I was looking
18 for.

19 MR. LONDERGAN: Okay.

20 MR. GREEN: That's the only way to analyze
21 it. The reason I ask is, the State Health used to
22 have a sample trailer just north of Beulah, by Route
23 200. They had a vacuum pump there. They did have a
24 heater in there, means of air conditioning,
25 hopefully to keep the ambient temperature on 70,

1 this is warming up, we can maybe get that figure --
2 but what we observed not only in the 1990 to '94
3 data, but looking at the measurement data from both
4 the North Unit and South Unit, over -- you know,
5 since -- from 1980 on, is a very consistent seasonal
6 period where the peak concentrations are measured
7 very consistently in December and January, from --
8 you know, so that if you look -- if you just look at
9 the trace, at the monitoring trace over time, you'll
10 see the peaks. You'll see a peak every year in
11 December, January.

12 MR. WITHAM: And would you comment, if you
13 may, upon how that might affect air quality related
14 values analysis in terms of an impact on fauna,
15 which would be plants and lichens and everything
16 like that, and also impact on visitor experience in
17 the park?

18 MR. LONDERGAN: Well, certainly air quality
19 related values as it pertains to SO2 directly, the
20 fact that you would have the higher impacts in the
21 middle of winter would mean that there would be
22 minimal effects on vegetation, because the
23 vegetation is generally not during the growing
24 season at that time of year. You know, obviously in
25 the bigger picture, you have issues as -- as John

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1 Vimont -- or John Notar referred to the other day
2 relating to things like potential for acidic
3 deposition, that kind of thing, but that's a whole
4 separate kind of thing. As far as the SO₂, per se,
5 you would expect to have minimal impact on air
6 quality related values in the winter.

7 MR. WITHAM: You mean, in other words, the
8 higher concentrations in the winter would tend to
9 have less impact than if they would have occurred in
10 the summer; is what you're saying?

11 MR. LONDERGAN: Right. Yeah. High impact
12 in the summer would be of greater concern.

13 MR. WITHAM: I'm also -- I'm not quite
14 clear on one of your points in terms of, I think we
15 grant that what both EPA and the Department has done
16 is put together a draft model and we used a model
17 that hasn't gone through the hearing process that
18 you need to have the model approved for application
19 in North Dakota and it has not yet been approved by
20 IWAQM and adopted as a guideline model under
21 Appendix W.

22 It isn't -- given that, you're not saying
23 that we need to do all those things before we --
24 before the Department can address the issue of
25 whether the SIP is currently adequate or not in

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1 terms of whether the PSD increment is -- whether
2 there's a --

3 MR. LONDERGAN: No. You know, I mean, I do
4 think it would be valuable in the overall context in
5 anticipation that you may be going into a hearing
6 process relative to, you know, getting input on the
7 modeling to do a better job of documenting some of
8 the work that's been done relative to sensitivity
9 analysis and model performance, but I think having
10 done that, I think, you know, while it's not ideal,
11 certainly, you know, there are -- you know, as I've
12 indicated, there are areas for potential
13 improvement. I think in general the framework that
14 you've got is workable.

15 MR. WITHAM: All right. I don't have any
16 other questions.

17 MR. O'CLAIR: Mr. Londergan, Terry O'Clair,
18 State Health Department. You talked a little bit
19 about sensitivity analysis. Do you have any
20 recommendations as far as what would that encompass
21 if we were to do further sensitivity testing? Are
22 you looking at one year, two years, five years?

23 MR. LONDERGAN: I think in general the one
24 year date is adequate for doing that kind of
25 sensitivity testing and we'd be happy to provide

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1 some more detailed recommendations in our written
2 comments.

3 MR. O'CLAIR: Is that based upon the MM5
4 MET data, though?

5 MR. LONDERGAN: Well, it would be valuable
6 to have. It would be valuable to see how that -- to
7 see the value of that in that context. I certainly
8 -- if, you -- for example, if you went to the 2000
9 data and, you know, pursuant to what Mr. Paine has
10 already presented, you find that there are clear
11 advantages deriving from using MM5, that's certainly
12 something that should be evaluated as part of the --

13 MR. O'CLAIR: Thank you.

14 MR. SCHWINDT: Any other questions? Okay.
15 Thank you.

16 MS. ROTH: Good afternoon. My name is Mary
17 Jo Roth. I'm the environmental services manager for
18 Great River Energy. I've held this position for
19 seven years now, and in this capacity I'm
20 responsible for permitting and compliance, as well
21 as implementing our environmental policy and
22 maintaining our overall environmental program.

23 Great River Energy is a generation and
24 transmission electric cooperative. We have 29
25 member distribution cooperatives, who in turn

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1 distribute our power to over 1.5 million people.

2 Our generation system is composed of a
3 blend of baseline and peaking plants. We have coal,
4 natural gas, refuse-derived fuel, and fuel oil
5 plants, as well as wind generation. Two of our
6 plants, Coal Creek Station and Stanton Station, are
7 located in North Dakota.

8 I'm happy to be here today to talk about
9 our company's commitment to improvement in
10 environmental performance. Great River Energy
11 establishes annual goals. These goals reflect our
12 commitment to environmental performance. They cover
13 a broad range, everything from emissions reductions
14 and research on pollution control technology, to
15 conservation and stewardship. Since 1999 we've
16 summarized our performance as well as future goals
17 in an annual environmental performance report.
18 These reports are widely distributed, and, as a
19 matter of fact, they're also available on our
20 Website if anybody is interested in looking at them.

21 Our flagship plant, Coal Creek Station,
22 maintains an environmental management system. The
23 system is ISO 14001 certified. ISO refers to the
24 International Standards Organization, and 14001 is a
25 voluntary international standard of excellence for

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1 environmental practices. This standard requires the
2 company to continuously evaluate and improve its
3 environmental performance. We are also in the
4 process of expanding our system to encompass all of
5 our facilities.

6 There's much I could share about the
7 environmental improvements that we have made.
8 However, I will focus on SO2. Great River Energy
9 has made considerable investments in our plants to
10 reduce SO2 emissions. And I think we have a great
11 story to tell. Significant upgrades have been made
12 to our units at both Coal Creek and at Stanton
13 Station to increase SO2 removal capacity -- or
14 excuse me -- capability. Over \$400 million has been
15 spent in the past five years on our scrubbers and
16 related SO2 removal equipment. As a result, between
17 1999 and 2000 annual emissions of SO2 have decreased
18 by 45 percent at Coal Creek and by 12 percent at
19 Stanton. At Coal Creek alone, the more than 22,000-
20 ton reduction is the equivalent of eliminating one
21 large coal-burning unit or three to four small
22 units. On an efficiency basis, in other words, on a
23 pounds of SO2-per-kilowatt-hour basis, Coal Creek
24 reduced its emissions during the same time period by
25 50 percent. All of these investments were made

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1 voluntarily. They were not required by statute, nor
2 by regulation nor by permit condition.

3 We are continuously evaluating our current
4 operations and we are exploring new ways to meet our
5 commitment to protect human health and the
6 environment. We are troubled, however, by the
7 modeling analyses that are the subject of this
8 hearing. We recognize the role of models in
9 predicting impact in this and in many other
10 applications as well. Yet we believe that modeling
11 results need to be applied with common sense and
12 with deference to actual and realistic information.

13 Actual monitoring data exists for all but
14 the first two years of the post baseline period.
15 These measurements -- as you've seen through the
16 last three days, these measurements show a stable or
17 downward trend in actual SO2 concentrations in the
18 Class I areas since at least 1980. We believe that
19 modeling does not reflect reality where actual
20 monitored data shows otherwise. And we believe that
21 the actual measured conditions establish that the
22 existing SIP is adequate to prevent significant
23 deterioration.

24 Despite actual ambient air quality
25 measurements showing stable or even declining SO2

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1 levels, Great River Energy has continued to
2 voluntarily reduce SO2 emissions and emit much lower
3 levels. The emissions cap proposed by the
4 Department does not recognize the extraordinary
5 reductions that we have made in proactively reducing
6 SO2 emissions.

7 Our company has a commitment to our
8 consumers, a duty to our consumers to provide
9 reliable and low-cost energy. We believe we've
10 already stepped up to the plate and voluntarily made
11 significant investments in reducing SO2 emissions.
12 These costs have been passed on to our members
13 already. We would expect that any resolution of
14 this matter would give appropriate credit to our
15 efforts and to our results.

16 I also believe it's important to keep in
17 mind that emission levels will only continue to
18 decline. Future mandated reductions include, for
19 example, the regional haze rule. This rule will
20 require best available retrofit technology, or BART,
21 on a large number of units in the next 10 to 12
22 years. Presumptive BART is 90 to 95 percent SO2
23 removal. These retrofits will have a significant
24 positive effect on SO2 emissions and on ambient
25 concentrations. There's also been considerable

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1 discussion and proposals concerning multi-pollutant
2 standards, which may also entail significant
3 additional reductions of SO2.

4 Our plants are already tens of thousands of
5 tons below permitted levels. We continue to look
6 for ways to cut back emissions and we will meet all
7 future mandates to further reduce.

8 In summary, Great River Energy has
9 demonstrated tremendous reductions in emissions
10 through voluntary efforts. We're also committed to
11 meet and endeavor to exceed any new requirements.
12 Such requirements, however, must be based on
13 applicable law, appropriately applied science and
14 common sense. When considering these criteria,
15 Great River Energy does not believe that draft
16 modeling conducted to date is an appropriate basis
17 for any regulatory action. Rather, as we've
18 explained, we believe that actual monitored data
19 conclusively establishes that air quality is being
20 adequately protected and that deference should be
21 given to this very real information.

22 As a result, we believe that a
23 determination should be made that the North Dakota
24 state implementation plan is adequate to prevent
25 significant deterioration of air quality. Thank

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1 you.

2 MR. SCHWINDT: Thank you. Any questions?
3 Any questions of Mary Jo?

4 MR. WITHAM: I'm Lyle Witham, Attorney
5 General's Office. Mary Jo, Mr. Connery testified
6 yesterday about this being, as far as he knew, the
7 first periodic review that's ever been conducted in
8 any of the 50 states under the rule and the federal
9 regs that requires periodic review of the SIP. So
10 there appear to be lots of unresolved issues about
11 how that's to be conducted, et cetera. And we're
12 going to have to make some recommendations as to
13 findings to the hearing officers, all of us that
14 participated here will at least have that option.
15 And I want to go over a few of those options and
16 just have you comment on them.

17 One of the ways of doing periodic review
18 would be to do it on a set time period, like every
19 two or three years. I'm just going to list them and
20 then you can comment on them. A second way would be
21 to maybe take the State as a whole, look at the
22 current level that was modeled in tons for that
23 whole state and when that was exceeded, that might
24 trigger it.

25 The third option might be to trigger it on

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1 a plant-by-plant basis, when a particular plant
2 would increase its applications in tons per year
3 over a certain amount. And a fourth option would be
4 to simply readjust the permits and that way we
5 probably wouldn't -- and put on each plant a limit
6 in tons per year and that way we probably wouldn't
7 have to look at doing a periodic review, unless for
8 some reason those permit limits changed.

9 I know I'm just throwing this at you and
10 you don't necessarily have to answer today, but
11 something you could comment on, just basically your
12 comments or thoughts on those and the fairness to
13 your particular company. And part of the reason I
14 asked you this is the fact that the Department will
15 acknowledge that your company has voluntarily done
16 reductions beyond what's been required and there's
17 some fairness issues on the four options there.

18 MS. ROTH: Well, I actually appreciate the
19 question and, by the way, I appreciate your
20 recognition of Great River Energy's efforts. I
21 would like to comment on it. I guess what I would
22 like to do is comment on an approach that I would
23 favor and also make a comment on an approach that I
24 would not favor.

25 First of all, I think it was the second one

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1 that you listed that indicated perhaps we could look
2 at the state as a whole, look at a total tons level
3 above which there may be concern about increment
4 overconsumption. I guess the reason I like that
5 approach is because it would not require say, for
6 example, a regular annual review of the increment.
7 It would seem to me that if we establish at what
8 level air quality is being protected at, we could
9 simply do a review when the emissions in the State
10 rise above that protective level. So that approach
11 would make a lot of sense to me.

12 I'd also like to comment on the last one,
13 on caps, on emissions caps. I recognize that the
14 caps proposal is not specifically a subject of this
15 hearing, but I have raised it in my testimony. I
16 would like the opportunity to comment on the effect
17 of it. You know, we really believe that not only
18 our testimony but that of others as well has
19 established that the measured levels are already --
20 that they already show that indeed the air quality
21 is being protected in the State. We don't think
22 that the model shows that caps are necessary.

23 But I guess having said that, if caps were
24 determined to be necessary, as I testified to, I
25 would expect that we would be given proper credit

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1 for the efforts that we have made. I think it's
2 logical to believe that any company that has made
3 some significant reductions in SO2 emissions would
4 hesitate to take any future protective steps if they
5 don't get any credit for past efforts.

6 MR. WITHAM: Thank you. I have nothing
7 further.

8 MR. SCHWINDT: Okay. Thank you. One more
9 question over here. Can you state your name,
10 please?

11 MR. KOST: Yeah. My name is Dennis Kost.
12 I'm a landowner from in the Washburn area. I live
13 downwind about five miles from Coal Creek plant, and
14 on a daily basis as I look up, I see various clouds
15 and plumes and dark-colored particulate matter and
16 whatever in the air, gases, and so forth.
17 Occasionally, as when the snow will melt, there will
18 be a film of some substance on the gravel in my
19 yard, and I'm wondering what this stuff is. Would
20 you know what this residue is?

21 MS. ROTH: Well, actually, I wish I could
22 help you, but, you know, not being out there, not
23 seeing it, not analyzing it, I really couldn't
24 answer that question.

25 MR. KOST: Okay. Where could I go to get

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1 it analyzed?

2 MS. ROTH: I'm probably not the best
3 individual to answer that as well. This is perhaps
4 something that you could ask of someone within the
5 Health Department.

6 MR. KOST: Okay. Do you know how many tons
7 of particulate matter and so forth is put out, your
8 plant puts out into the air on an annual basis?

9 MS. ROTH: Yes, I do know most of those
10 numbers. I would want to refer back in some cases,
11 but all of that information is submitted on a
12 regular basis to the agency. That's all publicly
13 available information.

14 MR. KOST: I guess I have a hard time
15 believing that the air is as pure and as good as
16 what everybody is talking about having to see what's
17 in the sky on a daily basis and living next to it.
18 Your figures and what you print and the public
19 relations efforts that are currently underway by the
20 energy industry are quite amusing, but in reality I
21 think the general public, the people in North Dakota
22 can see what's really in the air. Thank you.

23 MR. SCHWINDT: Thank you. Any other
24 questions? Thank you.

25 MS. ROTH: Thank you.

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1 MR. SCHWINDT: Next, we'll go with the Oil
2 and Gas Association.

3 MR. DAY: First of all, I'd like to thank
4 you for the opportunity to provide testimony here on
5 the draft modeling analysis of the PSD increment.

6 My name is Ron Day. I'm with the Tesoro
7 Petroleum Refinery, the HSE manager, or the health,
8 safety and environmental manager out at the
9 refinery. My comments here that I'm presenting are
10 on behalf of the North Dakota Petroleum Council.

11 The North Dakota Petroleum Council through
12 its affiliation with the American Petroleum
13 Institute and the North Dakota Oil and Gas
14 Association, represents nearly 100 companies
15 involved in all aspects of oil and gas in North
16 Dakota, South Dakota, and the Rocky Mountain Region.
17 Companies represented by the North Dakota Petroleum
18 Council account for 95 percent of the oil production
19 in North Dakota in 2001. In addition, the North
20 Dakota Petroleum Council represents all gas plants
21 in North Dakota, as well as the Tesoro Petroleum
22 Refinery.

23 There's no question the air quality in and
24 around the Class I areas of North Dakota is the best
25 in the nation and continues to improve due to the

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1 installation of emission control equipment and the
2 elimination of existing emission sources.

3 You've heard testimony on the utilization
4 of various modeling techniques, inputs, rules and
5 regulations governing the use of these models.
6 You've also heard testimony challenging the validity
7 of the models which are proposed here to predict the
8 SO2 increment consumption and the impacts of that
9 consumption. The intent of these models is to
10 provide us with a prediction of future air quality
11 and to give us the assurance that Class I areas in
12 our state are protected from significant
13 deterioration of air quality. We can verify how
14 well these models predict the future by looking at
15 the past and ensuring that we've adequately and
16 accurately accounted for it. We need to examine and
17 evaluate all historical data at our disposal before
18 we make such a crucial decision about predicting the
19 future.

20 The North Dakota Petroleum Council supports
21 the use of the model proposed by the North Dakota
22 State Department of Health as a means of providing
23 us with the best prediction of reality. The North
24 Dakota Department of Health modeling protocol
25 utilizes fundamental, sound techniques for

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1 accurately resurrecting an emission history which
2 incorporates the data into an established valid SO2
3 baseline. This has been notably demonstrated in the
4 establishment of the historic source contribution of
5 North Dakota's oil and gas production activities.
6 Without the oil and gas production and emission data
7 in the baseline, there is no way a model could
8 accurately predict the future reality of the
9 increment. Without inclusion of the oil and gas
10 contribution in the baseline, there's no way to
11 provide the credit for the increment-expanding
12 activities which the oil and gas industry has
13 invested in North Dakota.

14 Following the years after the baseline
15 date, the oil and gas industry has invested hundreds
16 of millions of dollars in abatement and elimination
17 of SO2 emissions in western North Dakota. The
18 project list includes the construction of gas plants
19 with sulfur recovery units, construction of acid gas
20 reinjection facilities, and the installation of
21 pipelines to connect historically flared production
22 wells into a gas gathering system for processing.
23 As a result of this investment, the average gas
24 consumed on lease has shrunk from 20 percent in 1984
25 to 4 percent today. Obviously, the investment of

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1 the oil and gas industry to reduce SO2 emissions has
2 had a significant positive impact on North Dakota's
3 air quality.

4 The Class I air ambient air monitoring data
5 as presented by the North Dakota Department of
6 Health testimony earlier verifies the evidence that
7 positive improvement, including a graph presented by
8 North Dakota Department of Health of the downward
9 trend of the ambient SO2 concentrations.

10 The North Dakota Petroleum Council believes
11 the North Dakota Department of Health modeling
12 protocol supports what we have seen from ambient air
13 monitoring data to date. It is clearly understood
14 that ambient air monitoring locations do not cover
15 all receptors in the Class I area and do not take
16 into account all potential meteorological
17 conditions. However, this data should be used to
18 help us understand what impact historical increment
19 consumers versus increment expanders have had on the
20 Class I areas. This data should be utilized to give
21 the agency guidance in setting modeling protocol to
22 best predict future air quality.

23 In summary, as the process continues and we
24 move beyond the modeling increment -- the modeling
25 of the increment to setting requirements to emission

1 Minnkota Power Cooperative, located in Grand Forks,
2 North Dakota.

3 Minnkota Power is a generation and
4 transmission electric cooperative supplying
5 wholesale electric power to 11 electric cooperatives
6 in eastern North Dakota and northwestern Minnesota.
7 We also are the operating agent for the Northern
8 Municipal Power Agency, which serves 12 municipal
9 utilities in the same geographic area. Minnkota
10 Power operates Milton R. Young Station located near
11 Center, North Dakota, approximately 35 miles
12 northwest of Bismarck. Milton R. Young Unit 1, a
13 250-megawatt lignite-fired cyclone unit is owned by
14 Minnkota. Milton R. Young Unit 2, a 455-megawatt
15 lignite-fired cyclone unit is owned by Square Butte
16 Electric Cooperative.

17 We appreciate the opportunity to provide
18 our comments concerning the termination of the
19 adequacy of the North Dakota State SIP to prevent
20 significant deterioration under the PSD program.
21 Most of my comments have been reiterated -- or,
22 rather, have been mentioned many times and been gone
23 into in great detail by others previously, so most
24 of them, as I indicated, will be duplicative, and I
25 will try and keep them brief.

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1 limitations, we must ensure that the historical
2 increment expanders are accounted for accurately and
3 justly. The oil and gas industry emission
4 reductions must be incorporated into the process and
5 fully recognized in the future. The volatile nature
6 of the oil and gas industry has created much
7 uncertainty in North Dakota. The State must
8 recognize the major investments made by the oil and
9 gas industry in reducing emissions. New
10 requirements that impose additional financial
11 burdens will have a negative impact on this
12 industry. This may very well limit the future
13 expansion of the oil and gas industry in North
14 Dakota and limit its ability to provide energy to
15 the nation. This ultimately could have a negative
16 impact on jobs, tax revenues in western North Dakota
17 and the State of North Dakota. Thank you. And if
18 you have any questions, I'd be glad to answer them.

19 MR. SCHWINDT: Thank you, Mr. Day. Any
20 questions? Seeing none, thank you.

21 MR. DAY: Thank you.

22 MR. SCHWINDT: Next, I'd like to call on
3 Minnkota Power.

4 MR. GRAVES: Good afternoon. My name is
5 John Graves. I'm the environmental manager for

1 We've tried to address not only the State's
2 model, but you requested comments concerning EPA's
3 modeling and we have previously submitted our
4 comments to them. For the record, I have provided a
5 complete copy of our comments that we have
6 previously made to the EPA, and briefly commenting
7 as follows. As other people have indicated, we
8 believe that the emissions from the oil and gas
9 wells must be included in their modeling. And,
10 obviously, due to the close proximity to the
11 Theodore Roosevelt National Park areas, they can
12 have a significant impact on the increment
13 expansion. Their exclusion from the modeling
14 analysis could result in the model indicating
15 erroneous exceedences of the increment.

16 The EPA in their modeling analysis
17 discussed the need to treat emissions on a
18 comparable basis in calculating 3-hour and 24-hour
19 emission rates. However, the use of emission rates
20 computed on the basis of AP-42 for comparison with
21 emission measurements by CEMs is not an apples-to-
22 apples comparison. Calculated rates should be
23 adjusted upward to account for the average error in
24 the CEMs during the 1999-2000 time period. As has
25 been indicated by one of the previous speakers,

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1 another alternative would be to adjust the CEMS data
2 as well.

3 When calculating emission rates, the
4 analysis strives to use consistent methodology for
5 determining emissions in the base year and the
6 current year in order to provide comparable data
7 sets. This can result in erroneous representative
8 emission rates. The emphasis should be on using the
9 most accurate rates consistent with the legal
10 definitions, regardless of the methodology used to
11 obtain them.

12 The method for calculating the base year
13 short-term emission rates is without a sound basis.
14 Typically, power plants conduct a uniform rating of
15 generating equipment test at least annually. It's
16 commonly known as an URGE test. Some plants do
17 these tests twice a year. This means the boilers
18 will operate at their maximum capacity for at least
19 four hours. Typically, the boiler will be at this
20 condition for five hours. This was taken into
21 account in utilizing the CEMS data, but is not taken
22 into account when the EPA utilized the AP-42
23 generated data. The maximum allowable emission
24 rates would be a more representative emission for
25 the short-term rates.

1 Code Chapter 33-15-15, which requires the use of
2 actual annual emissions in tons per year for
3 calculating PSD baseline concentrations and
4 increment consumption.

5 As you've heard many times previously, the
6 ambient air monitoring data for Theodore Roosevelt
7 National Park North and South Units shows SO₂
8 concentrations have stabilized or decreased over the
9 last 21 years. The trend for the SO₂ concentrations
10 shown by the model does not show a decrease in
11 concentrations similar to the trend shown by the
12 monitoring data. This indicates that some
13 increment-expanding sources are not adequately
14 accounted for.

15 As an assessment, the modeling analysis
16 should not be attempting to make a reasonable
17 estimate of worst-case conditions that may reoccur
18 in the future, but should simply assist in the
19 determination of whether the North Dakota SIP has
20 protected the increment to date, rather than trying
21 to predict future worst-case conditions that may not
22 occur.

23 We also indicated that we believe the EPA's
24 analysis was unwarranted or at a minimum premature
25 in view of North Dakota's current hearing. 40 CFR

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1 The allowable emission rate should be
2 utilized for Milton R. Young Station Unit 2 in the
3 Montana Class I increment; that is, if you are going
4 to conduct -- utilize that Montana Class I increment
5 analysis. This method is preferable as the source
6 has not yet attained normal operation for a period
7 of two years.

8 Two sources, the Little Knife Gas
9 Processing Plant and Dakota Gasification Plant
10 should not have been included in the increment
11 analysis as these sources were granted variances
12 from the PSD increment consumption restrictions when
13 the Federal Land Manager certified there would be no
14 adverse impact due to the projected increases in the
15 ambient concentration of criteria pollutants, when
16 they were permitted. These sources should only
17 count against the alternate increment as provided in
18 paragraph 165 of the Clean Air Act.

19 The EPA analysis uses the 90th percentile
20 actual emissions for each unit. The basis for this
21 was, and I quote, this seems like the representative
22 method of determining current-year emissions and
23 provides a reasonable estimate of worst-case
24 conditions that may reoccur in the future. However,
25 this is contrary to the North Dakota Administrative

1 51 places this responsibility and authority to
2 conduct an assessment with the states.

3 With respect to the analysis conducted by
4 the North Dakota Department of Health, we have the
5 following comments:

6 As indicated by our comments to the EPA, we
7 believe the Department utilized the appropriate
8 modeling methodology by recognizing all the Class I
9 variances that have been granted and, as a result,
10 have not included them in the assessment of the
11 increment consumption.

12 Minnkota supports the Department's decision
13 not to retroactively apply Class I sulfur dioxide
14 increments for redesignated areas in Montana to
15 sources which have been issued construction and PSD
16 permits prior to the redesignation. Not only would
17 it be akin to an ex post facto law, but the results
18 may be meaningless due to the Calpuff models
19 overprediction at these distances from the sources.

20 We believe the Department's approach for
21 establishing a single baseline concentration for a
22 particular area, adding the relevant increment
23 concentration and then comparing the spatial average
24 concentration established by the modeling of all
25 sources and increment-expanding sources against this

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1 established baseline is allowable under the North
2 Dakota Administrative Code 33-15-15, the approach
3 which has been referred to previously as the MAAL.

4 When calculating emission rates, we support
5 the State's methodology for using the annual
6 emissions on a ton-per-year basis. Additionally,
7 North Dakota Administrative Code 33-15-15 indicates
8 that the actual emissions must equal the average
9 rate in tons per year at which the unit actually
10 emitted the contaminant during the two-year period
11 which preceded the particular date and which is
12 representative of normal source operation.

13 When a source has been issued a permit to
14 construct, but has not entered normal operations for
15 a two-year period preceding the particular date, the
16 Department may presume that the source-specific
17 allowable emissions for the unit are equivalent to
18 the actual emissions. This particular set of
19 circumstances applies to Milton R. Young's Unit 2.
20 We believe that this methodology should be applied
21 when calculating the baseline emissions for Unit 2.

22 As I indicated previously, when comparing
23 emission rates calculated using AP-42 to those
24 measured by CEMs, the rates calculated utilizing
25 AP-42 should be increased to make them comparable to

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1 those measured by the CEMs during the 2000-2001 time
2 frame. This adjustment would have to be made on a
3 case-by-case basis as different sources had
4 different percentages of errors in their CEMs during
5 the 2000-2001 time frame. And as has been
6 demonstrated by one of the previous speakers, not
7 only may it be due to the error in the CEMs, but it
8 may be due simply on the basis of comparing the
9 methodology employed by AP-42 to that of the CEMs.
10 In the case of Milton R. Young Station Unit 2, if
11 the allowable emissions are not utilized as the
12 actual emissions for the model input, this would
13 mean that the baseline emissions should be increased
14 by 10 percent. This was actually on the low side of
15 the calculated error for that particular monitor,
16 monitoring system during that time frame.

17 Based upon the input from our consultant,
18 Bob Paine of ENSR, who you have heard from
19 previously, the Calpuff model as run using the
20 procedure selected by the State and the EPA is
21 expected to overpredict by a factor of approximately
22 2 when used in this modeling scenario.

23 Many years ago, Gene Christiansen, who was
24 director of the environmental engineering division
25 at that time told me, air dispersion models are only

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1 tools. They must be used with common sense. You
2 cannot make your decisions based solely on them.
3 When looking at the State's model results, the fact
4 that the results were very conservative based on the
5 overpredictability of the Calpuff model and the
6 trend of the measured ambient air concentration for
7 sulfur dioxide at the Theodore Roosevelt National
8 Park North and South Units over the last 21 years,
9 it is not only clear that the State's proposed
10 determination that the North Dakota SIP is adequate
11 to protect the Class I increments is appropriate,
12 but that no changes in the various air permits
13 issued by the Department are necessary at this time.

14 This concludes my testimony. I would be
15 happy to take any questions that you may have.

16 MR. SCHWINDT: I have one, Mr. Graves.
17 Have you calculated the difference in rates for your
18 two facilities based on AP-42 factors versus what
19 the CEMs data indicates?

20 MR. GRAVES: No, we have not. My statement
21 was based not on that, per se, but on the fact of
22 some of the modeling -- rather some of the air
23 exhibited by the CEMs system during that time frame.
24 In 1999 the EPA revised their reference method for
25 CEMs, because it was recognized that the CEMs

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1 systems on particular plants were in error and
2 reading high by as much as 20 percent. It varied
3 from plant to plant.

4 We were not able to implement those
5 corrections in our testing in utilizing the
6 reference methods until actually last year, late
7 last year. So we do know that in the case of Unit
8 1 -- rather, in the case of Unit 2, we were over-
9 reading by approximately -- by as much as 10 percent
10 and, actually, we were as high as 17 percent at
11 various times.

12 MR. SCHWINDT: Do you believe the same
13 error exists even in the 2001 data?

14 MR. GRAVES: For the most -- due to the
15 time period in which we made our corrections, for
16 the most part it does, yes.

17 MR. SCHWINDT: Okay. Thank you. Any other
18 questions? Lyle.

19 MR. WITHAM: Mr. Graves, Lyle Witham,
20 Attorney General's Office. Mr. Graves, somebody
21 made the comment at lunch that this hearing has been
22 characterized by English majors giving opinions on
23 engineering questions and engineers giving opinion
24 on legal questions. I don't want to compound that
25 by asking you this question, but this case does

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1 involve mixed questions of law and engineering that
2 are pretty hard to separate, express in English.

3 I'm not clear from your testimony what
4 you're saying in terms of what data we should be
5 modeling in terms of SIP compliance review here.
6 Are you suggesting we should be using allowable
7 emissions in the models for that, or should we be
8 using actual emissions?

9 MR. GRAVES: I think the State has
10 demonstrated, you know, that certainly using actual
11 emissions is within the regulations. However, it
12 has been pointed out by other speakers that it may
13 also be acceptable to use the allowable emissions as
14 well.

15 MR. WITHAM: What about the question that I
16 asked Mr. Fry yesterday, that the statement in the
17 preamble to the '80 rules that if increment
18 calculations were based on allowable emissions, EPA
19 believes that increment violations would be
20 inappropriately predicted and, in fact, when in the
21 past modeling, in fact, for the Minnkota facility
22 itself, we used -- in '99 when we did that draft
23 modeling, again, that was a draft modeling exercise,
24 the predictions at that point showed violations
25 similar to when the modeling was done on the

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1 are useful. Would that be an accurate paraphrase of
2 Mr. Christiansen's statement?

3 MR. GRAVES: Well, I don't know that it
4 would be an accurate phrase of what he told me, and
5 I can't say that I ever heard him make that
6 statement. I only know what he told me in one of
7 our discussions.

8 MR. WITHAM: All right. Thanks. Nothing
9 further.

10 MR. SCHWINDT: Any other questions? Thank
11 you, Mr. Graves. I'd like to call on Montana-Dakota
12 Utilities.

13 MS. STROMBERG: My name is Andrea
14 Stromberg. I'm the environmental manager for
15 Montana-Dakota Utilities Company. MDU is a
16 combination electric and gas utility that serves
17 about 300,000 homes and businesses in five states.
18 The company employs over 1,000 people and is
19 headquartered here in Bismarck. MDU owns and
20 operates the Heskett Station in Mandan, the Lewis
21 and Clark Power Plant in Sidney, Montana, and is the
22 co-owner of the Coyote Station in North Dakota and
23 the Big Stone Plant in South Dakota. Montana-Dakota
24 Utilities is a division of MDU Resources Group, a
25 diversified national resource company.

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1 Mesopuff model in 1962. So would you comment on
2 that?

3 MR. GRAVES: Would you repeat that last
4 portion there again?

5 MR. WITHAM: I guess my general question
6 is, we already know when we use allowable emissions
7 using several different models that increment
8 violations are predicted. We don't know whether
9 that's the case when you use actual emissions.

10 MR. GRAVES: I think in the case of where
11 you have a unit that has not reached normal
12 operations that -- which normally -- which would
13 generally apply to those baseline -- to a baseline
14 unit, that the regulations give the State the option
15 of using the allowable emissions and I think that
16 would be appropriate.

17 MR. WITHAM: So your comments really are
18 what goes into the baseline rather than what -- is
19 that fair?

20 MR. GRAVES: That's a fair
21 characterization, yes.

22 MR. WITHAM: With regard to
23 Mr. Christiansen's comment that you referenced, I
24 heard another statement similar to that recently and
25 it was that all models are wrong, but some models

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1 I am pleased to have the opportunity to
2 testify before the Department of Health regarding
3 the adequacy of the Department's state
4 implementation plan to prevent significant
5 deterioration of North Dakota's air resources and
6 further request that my remarks be incorporated into
7 the record of these proceedings.

8 Montana-Dakota Utilities believes that the
9 implementation structure imposed by the federal
10 Clean Air Act confers upon the State of North Dakota
11 the authority to select air dispersion modeling
12 methodologies and protocols necessary to evaluate
13 and protect air quality, including PSD increments in
14 Class I areas of the State.

15 The federal Clean Air Act requires the U.S.
16 EPA to establish national ambient air quality
17 standards or NAAQS. Once established, the states
18 have the primary responsibility for achieving and
19 maintaining the standards. EPA has a secondary, not
20 a primary role, when it comes to matters involving
21 the manner in which the ambient standards are
22 achieved, maintained, and enforced by the states in
23 the state implementation plan or SIP.

24 The State of North Dakota has established
25 air pollution control laws that authorize it to

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1 assume authority over the Clean Air Act permitting
2 programs delegated by the EPA. The EPA has approved
3 North Dakota's PSD program as reflected in the North
4 Dakota SIP.

5 The PSD program requires, among other
6 things, the assessment and quantification of
7 increment consumption in air quality control regions
8 that attain the ambient standard, including the
9 so-called Class I areas.

10 As provided in the Federal Clean Air Act,
11 and the concepts of federalism embedded in the Act,
12 EPA should defer to the State's reasonably
13 calculated efforts to accomplish this assessment.

14 MDU supports the Department's air
15 dispersion modeling approach. With some
16 modifications, MDU believes that the Department's
17 modeling methodology is a reasonable and technically
18 defensible approach for evaluating PSD increment
19 consumption. MDU's team has carefully reviewed both
20 EPA's and the Department's modeling, including the
21 emissions data, meteorological data, and modeling
22 methods used by each agency. Our primary concerns
23 with the EPA modeling are summarized in an April 29,
24 2002 letter to Mr. Richard Long at EPA. A copy of
25 this letter is attached to my written testimony.

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1 Based on our review, MDU supports the
2 State's increment analysis approach in three ways
3 that it differs from the EPA analysis. First, MDU
4 agrees with the Department's methodology of
5 selecting the second high baseline prediction to
6 determine the maximum allowable ambient level or
7 MAAL for each averaging period for each Class I
8 area. Under this approach, a MAAL is established by
9 taking a fixed modeled baseline concentration and
10 adding the allowable increment. Concentrations are
11 then modeled using the current source inventory.
12 These modeled concentrations are then compared to
13 the MAAL. If the resulting second high prediction
14 for the current source inventory is less than the
15 MAAL for the Class I area, compliance is confirmed.
16 Compliance is determined independently for each SO₂
17 averaging period and each Class I area.

18 The intent of PSD increment consumption
19 analysis is twofold; first, to determine increment
20 consumption as a change in impact at the Class I
21 areas from the baseline year to the current year,
22 not to compare baseline to current emissions at the
23 sources, and, second, to assess the actual impact at
24 Class I areas, not to simulate a worst-case emission
25 scenario. By establishing a single baseline

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1 concentration for each Class I area and each
2 averaging period, the actual air quality
3 deterioration in the Class I areas can be
4 determined. If the focus of the modeling is on the
5 change in emission as provided in the EPA model
6 rather than the change in impacts, the preexisting
7 or historic emissions in the baseline concentrations
8 may not be properly accounted for.

9 MDU believes the Department's modeling
10 approach and use of MAAL more accurately addresses
11 the intent of PSD regulations in this regard. This
12 conclusion is based in part on a comparison of the
13 model results to actual monitored air quality data
14 from Theodore Roosevelt National Park. Under PSD
15 monitored data are intended to augment modeling as
16 is necessary to confirm and enhance the credibility
17 of computer-generated air dispersion models. As
18 intended under the federal Clean Air Act, the Class
19 I monitoring from 1980 to approximately 1998 should
20 enhance the confidence in, and confirm as reasonably
21 appropriate, the Department's technical
22 decisionmaking processes that have informed the
23 model outputs.

24 Second, MDU concurs with the Department use
25 of spatial averaging in Class I areas. MDU agrees

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1 that using receptor averaging to derive uniform
2 prediction over each Class I area provides the most
3 accurate predictions. At the distances modeled,
4 Calpuff's simulation of a plume's trajectory is
5 known to be inaccurate by as much as plus or minus
6 20 degrees. By averaging concentrations across each
7 Class I area, Calpuff's plume trajectory error is
8 minimized. Furthermore, at these distances from the
9 major sources, the plumes would be well mixed and
10 dispersed such that significant differences in
11 concentrations across a Class I area would not
12 exist.

13 Third, while not MDU's preferred
14 alternative, the Department's use of the annual
15 average SO₂ emission rates derived from data in
16 annual emission inventory reports can represent a
17 reasonable means of determining the baseline
18 concentration and current emission inventory, both
19 of which have been used in the Department's
20 modeling.

21 While MDU supports the Department's
22 modeling in general, MDU suggests the Department
23 make the following refinements as part of their
24 analysis. MDU believes the Department's current
25 approach of comparing AP-42 to CEMs data for average

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1 annual emissions is inconsistent. MDU encourages
2 the Department to compare either AP-42 to AP-42 data
3 or CEMs to CEMs data. CEMs data could be used if a
4 data set was developed to represent CEMs data for
5 baseline emissions.

6 The Department is authorized under its
7 rules to assume allowable emissions are equivalent
8 to actual emissions for purposes of establishing the
9 baseline concentration. MDU strongly endorses the
10 use of allowable emissions for this purpose. A
11 failure to utilize allowable emissions to establish
12 the baseline concentration will preclude sources
13 from relying on legally authorized and permitted
14 emissions limits to operate flexibly and meet
15 constantly changing demand for their products. The
16 approach is consistent with well-accepted PSD and
17 NSR permitting concepts where increases in hours of
18 operation, absent any physical or operational change
19 at a source, do not trigger permit modification
20 provisions so long as allowable emissions limits are
21 not exceeded.

22 The accounting for allowable emissions in
23 the baseline concentration, rather than fluctuating
24 actual emissions, is a more appropriate approach for
25 the Department to utilize as it accounts for and

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1 preserves unused, but permitted capacity utilization
2 and the capital investment associated with
3 constructing the same. More pragmatically,
4 permitted allowable emissions reflect the design and
5 expected operation of the facility and, therefore,
6 are a direct reference or anchor to normal source
7 operation.

8 MDU cannot support emission caps that roll
9 back presently and historically permitted allowable
10 emissions that should be reflected in the baseline
11 concentration and not be considered increment
12 consuming. The PSD rules call for increment
13 consumption to be evaluated in light of current
14 actual emissions not otherwise reflected in the
15 baseline concentration. The rules do not further
16 indicate that actual emissions that are modeled for
17 this purpose should become new emission limits. MDU
18 concurs that actual emissions should be used when
19 determining PSD increment consumption; however,
20 there is no provision to make these actual emission
21 values new permitted allowable emission limits.

22 Even if MDU did not strongly object to the
23 Department's proposal to roll back permitted
24 emissions limits by reference to actual emissions
25 utilized in the Department's modeling analysis, the

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1 application of the rollback is inequitable,
2 particularly where our Heskett Station is involved.
3 Heskett Station is already an
4 increment-expanding facility. The rollback that the
5 Department has proposed would reduce Heskett's
6 allowable emissions by nearly 70 percent, while
7 others in the State have not been targeted for
8 similarly substantial and enforceable emissions
9 reductions.

10 In closing, as the Department recognizes,
11 North Dakota's air quality is some of the best in
12 the nation and data show our air quality has
13 improved since the baseline years in the late 1970s.
14 The steps the Department has taken and that MDU
15 endorses, as qualified today, will ensure that the
16 quality of our State's air resources will not
17 deteriorate. Thank you.

18 MR. SCHWINDT: Thank you. You mentioned
19 that you believe that the Department should use
20 either AP-42 or CEMs data in both baseline and
21 current emissions. Do you have any recommendations
22 on how something like that could be done, you know,
23 for baseline conditions because there aren't any
24 CEMs data available back then or how it could be
25 done using AP-42 factors and compare that to CEMs

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1 information?

2 MS. STROMBERG: Well, I think we've seen
3 some examples here today of people that have looked
4 at how to do that, and I believe it's possible. I
5 guess, could I give you an example right now how to
6 do it? No, but I believe it's a feasible exercise.

7 MR. SCHWINDT: Okay. Thank you. Doug?
8 Any other questions?

9 MR. WITHAM: Lyle Witham. I would just
10 like to give you a chance to respond to the same
11 question I asked Mary Jo a little bit ago, because I
12 think there are some fairness issues clearly with
13 MDU in terms of looking at a cap both because of its
14 location and its operation way below its allowable
15 levels. So I'd like to give you an opportunity to
16 comment on this, too.

17 As I said, Mr. Connery, in his testimony,
18 said basically this is the first permit review on
19 SIP adequacy -- first SIP adequacy hearing that he
20 was aware of in any of the 50 states and the rules
21 as to periodic review are not -- in fact, there are
22 none that I can find. And one of the things we have
23 to do is make some recommendations to the hearing
24 officers, or at least we'll have that option
25 afterwards.

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1 And there are at least these four options
2 and there are perhaps many others, but one option
3 would be to -- I'm going to give you all four and
4 you can comment on which one -- would be just to do
5 a periodic review of the adequacy of SIP on a set
6 time period basis like every year, every two years,
7 every three years, every five years. Another option
8 would be to have it triggered by some mechanism,
9 either on a total tons per year in the State basis
10 or within this particular region as defined by our
11 rules. Another option would be to have it triggered
12 when a particular major source increased emissions
13 by a set amount that would raise concern about
14 whether the increment was being violated on tons per
15 year or some other basis. And a final way to do it
16 would be to do permit revisions on a plant-by-plant
17 basis and then once you have those locked in, you
18 probably wouldn't need to do a periodic review
19 unless there is a violation of those permits or
20 there is an application for a new permit.

21 So those are your four options and there
22 might be others. I just -- those are the four I can
23 think of.

24 MS. STROMBERG: Well, it seems to me that
25 most of the work would fall to the Department so you

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1 probably have some thoughts about whether you want
2 to do an annual review or not. It seems to me it's
3 really very practical to look at your annual
4 emission inventory data and CEMs data on a routine
5 basis and see if there's been increase, significant,
6 that you feel is significant in terms of the total
7 tons. You get that information on a regular basis
8 and it's quality information. So looking at a
9 trigger that the Department has determined based on
10 the modeling you've looked at that may be
11 significant in terms of the increment makes a lot of
12 sense to me.

13 MR. WITHAM: Okay.

14 MS. STROMBERG: But I would also comment on
15 your fourth option. I think I have stated strongly
16 that in our case where we are an increment expander
17 and we actually have taken a reduction in our
18 permitted maximum at Unit 2 since the baseline was
19 set, we have a hard time swallowing any kind of
20 further reduction that limits our ability to use
21 those plants.

22 MR. WITHAM: All right.

23 MS. STROMBERG: Thank you.

24 MR. SCHWINDT: Any other questions? Bob.

25 MR. HARMS: Andrea, I have what may be a

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1 softball for you, but I'm interested in hearing your
2 answer. All this -- Bob Harms, for the record. The
3 last three days I think we've all been, I'm hoping,
4 learning some new things and maybe reevaluating some
5 thoughts and analyses that we've done trying to get
6 our arms around this problem. And I guess what I'm
7 curious about is, on the one hand we've got some
8 concerns, whether they're well-founded or not,
9 concerns about health-related issues. On the other
10 hand, we have companies faced with the potential of
11 having to invest tens, if not hundreds of millions
12 of dollars based upon modeling analyses that we've
13 heard in the last three days and how that compares
14 with monitoring data that has been discussed.

15 Here's my question. If you were the
16 hearing officer or if you could be king for a day
17 and help us or --

18 MS. STROMBERG: Does queen work?

19 MR. HARMS: -- or queen for a day. Excuse
20 me. If you could rule for a day and solve this
21 entire problem for us, what kind of outline or
22 solution would you suggest we look at?

23 MS. STROMBERG: Well, that's a loaded
24 question, Bob. And there's a lot of ways a person
25 could answer that. First of all, I was interested

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1 in your statement that there is health concerns and
2 I know that you know that I know that the issue
3 before us hopefully is not a health issue. There's
4 no indication that the levels that we're concerned
5 about with the PSD issues are a health concern, but
6 I also understand there's an issue here in this
7 state that's been brought up about health issues,
8 which certainly, you know, I think we have to rely
9 heavily on the federal EPA and their evaluation of
10 the -- their periodic review of the ambient
11 standards as adequate to protect human health and
12 the environment. So I think in that case we do need
13 to defer to the research that's been done by the
14 federal agency in-term of health issues and are we
15 in compliance with all that so I don't want to talk
16 any more on that issue because I'm not qualified to
17 do that.

18 You talked about company's being asked to
19 make investments for controls based on modeling
20 results and how would I view that. I think that
21 this has been a very interesting and valuable public
22 hearing in that we have heard so much about new
23 information and new ways, better ways, I think, from
24 what I've seen, to use the information that we do
25 have. And I guess some of the information I heard,

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1 in particular from Basin's witnesses, tells me that
2 there are far better tools than we have had access
3 to in the past to actually evaluate what's going on
4 in the SIP. And I think before anybody does
5 anything we need to really step back and look at
6 that and some of the new meteorological data.
7 Certainly -- I tell my company all the time I'd
8 rather have data I don't like than no data, but I
9 think there's data here that we do like or that
10 could be -- maybe "like" is not the word, but it's
11 good. It's real data. It's better data, and let's
12 look and see how that really does -- what that
13 really does mean to this program and to our state
14 before we go ask anybody to put \$200 million into a
15 scrubber, especially in light of the fact that there
16 are so many regulatory initiatives coming ahead of
17 us in the next few years that will likely require
18 significant changes to those plants, anyway. Is
19 that answer good enough?

20 MR. HARMS: I think so. I'd like to just
21 follow up. Do you think your company, for example,
22 would support a process where the State treats the
23 current problem that we face as really an
24 opportunity to do kind of what you were suggesting,
25 that we take a look at the new technology, the new

1 not, thank you, Ms. Stromberg. Why don't we take
2 about a 15-minute recess right now and come back
3 about a quarter to 3:00.

4 (Recess was taken at 2:27 p.m. to 2:45
5 p.m.)

6 MR. SCHWINDT: We'll proceed next with the
7 Lignite Energy Council.

8 MR. BURGESS: Good afternoon. My name is
9 Jeff Burgess. I'm the manager of environmental
10 services for the Lignite Vision 21 Program. On
11 behalf of the Lignite Vision 21 Program I'm
12 providing testimony in support of the North Dakota
13 Department of Health's technical assessment and
14 proposed determination indicating that there are no
15 violations of the applicable prevention of
16 significant deterioration, PSD, increments for
17 sulfur dioxide, and that the current North Dakota
18 state implementation plan is, therefore, adequate to
19 protect the applicable PSD increments and to prevent
20 deterioration.

21 Additionally, I'm providing comments
22 concerning the March 5th, 2002 U.S. Environmental
23 Protection Agency, EPA, correspondence and attached
24 dispersion modeling analysis of PSD Class I
25 increment consumption in North Dakota and Eastern

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1 sophisticated techniques that we've heard for the
2 last few days and essentially try to ramp up, if you
3 will, or refine a new process that we're now engaged
4 in, a new periodic review process that we're the
5 first state in the country to be involved in these
6 kind of proceedings? What would be, do you think,
7 your company's reaction to that kind of a --

8 MS. STROMBERG: Well, it depends on how
9 much it hurt, but assuming it doesn't hurt, I think
10 it's great. I mean, North Dakota apparently has
11 been on the cutting edge for a long time here. No
12 reason to retreat. I think that as we try to permit
13 a new power plant, maybe this is where your question
14 is heading, we're going to have to look at the best
15 information available to us to do the best possible
16 job not only to design, but to permit that plant.
17 So it seems appropriate to me as we move into this,
18 really what I think is a new regulatory era, the
19 low-hanging fruit is gone. We are fine-tuning what
20 we've got and building new types of technology that
21 it's time maybe to, as you say, ramp up, take a hard
22 look at what we've done, at what's available and
23 maybe do it differently.

24 MR. HARMS: Okay. No further questions.

25 MR. SCHWINDT: Any other questions? If

1 Montana, dated January 2002. I also reserve the
2 right to provide additional written comments by May
3 15th, 2002.

4 The Lignite Vision 21 program is a
5 partnership between the State of North Dakota and
6 the North Dakota lignite industry with the
7 established purpose of promoting the use of its vast
8 national resource for the generation of clean, low-
9 cost electricity to meet the growing energy needs of
10 this region. The Lignite Vision 21 Program is
11 strongly committed to participating in the
12 development of a North Dakota-based approach that is
13 based on sound science and achieves state and
14 national goals in a rational and cost-effective
15 manner. In this spirit the Lignite Vision 21
16 Program is offering comments on both the EPA
17 analysis and the Department of Health's technical
18 assessment and determination. And at this stage of
19 the week I do not have a lot of additional revealing
20 points that have not already been discussed, but I
21 do think it's important with all these independent
22 people that have come to testify that have reached
23 various similar conclusions and I think that the
24 more people making the same points, it only goes to
25 show the persuasiveness of the evidence. So I will

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1 continue.

2 EPA modeling analysis: Given that North
3 Dakota has an EPA-approved PSD program and because
4 the Department is in the midst of a public comment
5 period, EPA should respect and defer to North
6 Dakota's ongoing administrative efforts.

7 Summary of Lignite Vision 21 Program
8 comments: Following is a partial summary of the
9 technical concerns that have been identified.

10 One, EPA's analysis relies fully on a
11 proposed, yet never finalized air quality model that
12 has never been validated for the purposes for which
13 EPA is now using it; namely, for PSD increment
14 regulatory purposes.

15 Two, EPA has applied its analysis to
16 include the Fort Peck and Medicine Lake Wilderness
17 areas in Montana, which are well beyond 200
18 kilometers from the sources in North Dakota. These
19 distances are beyond the recommended application
20 range of the Calpuff model. EPA has been a
21 participant in the development of the IWAQM Phase 2
22 Summary Report and Recommendations for Modeling Long
23 Range Transport Impacts, 1998, which, quote,
24 concludes that Calpuff can be recommended as
25 providing unbiased estimates of concentration

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1 impacts for transport distances of order 200
2 kilometers or less, and for transport times of 12
3 hours or less. For larger transport times and
4 distances, our experience thus far is that Calpuff
5 tends to underestimate the horizontal extent of the
6 dispersion and hence tends to overestimate the
7 surface level concentration maxima, end of quote.

8 Performance evaluation criteria indicates
9 predicted/observed ratios of a factor of 2 as being
10 satisfactory. With regard to the performance
11 evaluation, all of the modeled predicted
12 concentrations at the Theodore Roosevelt National
13 Park South Unit are greater than the 3-hour observed
14 concentrations by approximately 25 to 50 percent.
15 The modeled predicted concentrations for the 24-hour
16 period are higher than the observed values when the
17 observed concentrations are greater than six
18 micrograms per cubic meter by approximately 50
19 percent. This data tends to -- or appears to
20 demonstrate that the model overpredicts the
21 concentrations at the Theodore Roosevelt National
22 Park South Unit. And as we heard yesterday from Bob
23 Paine and heard today from Great River Energy's
24 Earth Tech consultant, that these overpredictions
25 would be even greater had the background

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1 concentrations been included. The Montana Class I
2 areas are 220 to 280 kilometers from all of the
3 major increment-consuming sources in North Dakota.
4 The IWAQM report cautions about the overpredicting
5 tendencies of Calpuff at these greater distances.
6 EPA should limit its application of the Calpuff
7 model to 200 kilometers.

8 Three, EPA has not utilized data received
9 in response to the Department requests from industry
10 on July 3rd and 11th of 2001 regarding baseline
11 emissions from industry sources. Industry submitted
12 responses to the Department letters in August and
13 September indicating what they believe are their
14 utilities' baseline emissions. As part of the
15 ongoing North Dakota administrative process, the
16 issue of what constitutes appropriate baseline
17 emissions is slated to be addressed in the North
18 Dakota proceedings.

19 Four, EPA analysis does not include the
20 baseline oil and gas well emission inventory
21 developed by the Department. The recently compiled
22 Department oil and gas well emission inventory has a
23 significant impact on modeling and results. Because
24 total emissions from both oil and gas inventory have
25 decreased from the baseline period, most recent

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1 Department modeling analysis includes increment-
2 expansion sources.

3 Five, EPA has used the 90th percentile of
4 1999-2000 stationary source emissions. This appears
5 to be arbitrary given that nothing in the statute or
6 regulation prescribes the 90th percentile approach.
7 Furthermore, the Lignite Vision 21 Program
8 understands the Department has expressly not used
9 1999 emissions data in its analysis because they
10 believe 1999 emissions data are not representative
11 of stationary source operations. In Section 3.1,
12 page 17, of EPA's analysis, it is stated, the
13 two-year study period should generally be the most
14 representative -- most recent two years, provided
15 that the two-year period is representative of normal
16 source operation. Not only are the two years, 2000,
17 2001 the most recent two years, they are more
18 representative of the normal source operation than
19 the years 1999 and 2000.

20 Phase 2 of the Clean Air Act Title IV Acid
21 Rain Program was initiated January 1st, 2000.
22 Utility SO2 emissions for the years 2000, 2001 were
23 approximately 30,000 tons less than the years 1998,
24 1999. Lastly, we understand that EPA has been
25 cautioned previously concerning the flaws in using

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1 1999 CEMs data related to the problems with stack
2 flow measurements. See the Department's February
3 27th, 2002 letter to Richard Long. These flow
4 discrepancies are believed to have caused actual
5 emissions to be overpredicted by as much as 20
6 percent. As a result, EPA should be using more
7 recent and representative emissions data in its
8 modeling analysis.

9 Six, EPA's analysis is based on the use of
10 a preliminary model, Calpuff, which has not been
11 approved by EPA as an air quality guideline model,
12 Report 40 CFR 51 Appendix W. The model has not gone
13 through the proper administrative rulemaking
14 process. It would be premature to attempt to use
15 this model in regulatory action.

16 Seven, EPA has not recognized several
17 Department-issued PSD and construction permits prior
18 to Fort Peck Indian Tribe redesignation of its
19 tribal lands in Montana to Class I in 1984.
20 Therefore, EPA has inappropriately applied,
21 retroactively, the PSD increments to Fort Peck using
22 a not-yet approved modeling tool that EPA recognizes
23 to be technically questionable when applied to such
24 distances.

25 Eight, despite the process used by the

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1 Clean Air Act -- the process established by the
2 Clean Air Act, the EPA modeling analysis does not
3 recognize the PSD Class I variances granted
4 previously to Dakota Gasification Company and Little
5 Knife Gas Company. The Clean Air Act provides that
6 sources granted variances are subject to the
7 alternate increments, as increased amounts above the
8 Class I increment. EPA is incorrectly considering
9 emissions from these facilities as consuming the
10 Class I increment. The emissions from these
11 facilities, however, do not count against the Class
12 I increment.

13 Conclusion regarding the EPA modeling
14 analysis: First and foremost, EPA's March 5th
15 letter and attached draft dispersion modeling
16 analysis, if carried to its logical end, would be a
17 preemption of North Dakota's proper role under the
18 Federal Clean Air Act. Since North Dakota is
19 actively working to address the PSD increment-
20 related issues, EPA should respect and defer to the
21 State in the manner indicated and intended by
22 Congress. As we analyze it, the EPA report appears
23 to dilute North Dakota's role in accomplishing these
24 aims. Second, it clearly appears that the EPA
25 modeling analysis is deficient.

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1 The Department's modeling analysis and PSD
2 assessment, Class I variances: North Dakota has two
3 major sources, the Little Knife Gas Plant and Dakota
4 Gasification Plant, that are operating under Federal
5 Land Manager no adverse impact variances. And I
6 have included the applicable Federal Register
7 citations. In the Department's 2002 modeling
8 analysis the Department properly recognizes that
9 emissions from sources granted Class I
10 certifications or variances under the Clean Air Act
11 Section 165 do not consume increment under a Class I
12 increment analysis. Clean Air Act Section 165
13 specifically establishes a stepped-up alternative
14 Class I increment for facilities granted a Federal
15 Land Manager no adverse impact certification. I've
16 included the applicable Clean Air Act and North
17 Dakota code, Administrative Code citations.

18 The Federal Register notices published by
19 the Department of Interior when granting the no
20 adverse impact variances explicitly recognizes
21 alternative increments: The adverse impact
22 determination, however, provides the possible
23 exception to the general rule that a proposed
24 facility must not violate the Class I increment
25 described above. The adverse impact determination,

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1 which is the subject of this notice, is a site-
2 specific test which examines whether a proposed
3 facility will, in fact, unacceptably affect the
4 resources of a Class I area. If the manager of the
5 federal Class I area determines that the proposed
6 facility will not adversely affect the Class I area,
7 then the permitting facility -- permitting authority
8 may authorize the facility even though the
9 facility's emission may cause a violation of the
10 Class I increment. In this situation, the facility
11 must nevertheless not exceed a revised set of Class
12 I increments established by the Act.

13 This alternative increment applies to
14 Little Knife and DGC because they have been granted
15 Federal Land Manager no adverse impact
16 certifications, not Class I SO₂ increments. We are
17 aware -- we are not aware of any provision in the
18 Clean Air Act, EPA regulations or that North Dakota
19 SIP requires any offsets from existing facilities
20 when a certification or variance is granted under
21 the Clean Air Act.

22 As such, SO₂ emissions from Little Knife
23 and DGC consume increment against the alternative
24 Class I increment under the Clean Air Act.

25 Baseline emissions rates: To establish

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1 baseline emission rates the Department considered
2 actual operating hours, the production rates, the
3 types of materials processed or combusted. The
4 Department used the definition of actual emissions
5 provided for in the Administrative Code.

6 Actual emissions means the average rate of
7 emissions of a contaminant from an emission unit, as
8 determined in accordance with paragraphs 1 through
9 4.

10 In general, actual emissions as of a
11 particular date must equal the average rate in tons
12 per year at which the unit actually emitted the
13 contaminant during a two-year period which precedes
14 the particular date and which is representative of
15 normal source operation. The Department may allow
16 the use of a different time period upon a
17 determination that is more representative of normal
18 source operation. Actual emissions must be
19 calculated using the unit's actual operating hours,
20 production rates, and types of materials processed,
21 stored, or combusted during the selected period of
22 time.

23 The process the Department followed in
24 establishing the baseline emission rates in its
25 April 2002 Prevention of Significant Deterioration

1 data, i.e., wellhead gas produced and hydrogen
2 sulfate content available from that period.
3 Emissions from oil and gas wells have decreased from
4 a high in 1982 of approximately 34,000 tons to a low
5 in the year of 2000 of 4,900 tons. Any net decrease
6 in emissions from the baseline period has the
7 potential for increment expansion, depending on the
8 source-by-source analysis of emissions. Minor
9 source oil and gas well emissions have been used in
10 previous Department modeling analyses, but without
11 taking into account oil and gas baseline emissions.
12 While the oil and gas baseline emission inventory
13 may require further refinement, the Department
14 correctly includes the inventory in its draft
15 baseline analysis as a basis for the draft increment
16 consumption analysis.

17 Baseline concentration: In its April 2000
18 baseline analysis the Department measures PSD Class
19 I increment consumption based on an ambient
20 concentration of sulfur dioxide caused by baseline
21 sources as compared to increment-consuming sources.
22 As cited in the Department's Summary of Legal
23 Procedure and Summary of Legal Issues Relating to
24 Administration of the Prevention of Significant
25 Deterioration Provisions of North Dakota State

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1 Sulfur Dioxide Baseline Emission Rates, Baseline
2 Analysis, and April 2002 Prevention of Significant
3 Deterioration Implementation Analysis and Sulfur
4 Dioxide Increment Consumption Assessment Summary
5 appears to be consistent with the North Dakota
6 Administrative Code.

7 Although the Department did not use -- did
8 not choose to use a source specific level of
9 emission in its determination of baseline, the
10 Administrative Code provides, quote, the Department
11 may presume that source specific allowable emissions
12 for the unit are equivalent to the actual emissions
13 of that unit, end of quote. To the extent that the
14 source specific allowable emissions can be
15 incorporated into the Department's modeling
16 proposal, the Department should consider exercising
17 the flexibility and discretion afforded by the
18 rules.

19 The Department properly recognizes that oil
20 and gas emissions were substantial in the period set
21 in 1975 to 1980, the period that the Department is
22 recognizing as the baseline period of normal
23 operations. While the Department does not have
24 direct oil and gas emissions data from that period,
25 the Department has calculated emissions from other

1 Implementation Plan, Congress expected EPA and the
2 states, quote, to develop and utilize the most
3 accurate and feasible modeling techniques available,
4 end of quote, and, quote, to use actual air quality
5 data to establish the baseline, end of quote, which
6 is defined, quote, in terms of existing ambient
7 concentration levels, end of quote, on the minor
8 source baseline date. In addition, quote, Congress
9 intended that monitoring would impose a certain
10 discipline on the use of modeling techniques, end of
11 quote, through, quote, the development of
12 sophisticated monitoring techniques, end of quote,
13 by which modeling techniques would be, quote, held
14 to earth by the continual process of confirmation
15 and reassessment, a process that enhances confidence
16 in the modeling as a means for realistic projection
17 of air quality, end of quote.

18 Since reliable sulfur dioxide monitoring
19 data is not available at the baseline date, the
20 Department modeled baseline emission inventory to
21 determine a baseline concentration from which to
22 assess increment consumption as determined by
23 modeling. This approach not only seems reasonable
24 from a practical standpoint, it appears to be
25 consistent with what Congress intended, given that

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actual monitoring data is not available. If the model is good enough to predict increment consumption concentrations, it should be good enough to predict baseline concentrations.

Maximum allowable ambient level, the MAAL: The MAAL was established by the Department using a process indicated on pages 42 to 46 of the April increment consumption analysis. In summary, the process involves:

Modeling the baseline emissions inventory; averaging the receptors over the Class I area; identifying the highest second highest concentration from the baseline source emissions predictions; adding increment to the high second high baseline predictions, which establishes the MAAL; modeling the current source emissions inventory; identifying the high second high concentration from the current source emissions predictions; and determining compliance by high second high concentration relative to the MAAL.

This approach appears to be consistent with the intentions of Congress. The 1977 PSD amendments to the Clean Air Act define the 24-hour and 3-hour baseline concentrations as, quote, second highest measured or estimated concentration at a given site,

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end of quote. And I've included the applicable Federal Register cite. Additionally, with the establishment of the MAAL, air quality monitoring could be used to determine whether the MAAL has been exceeded.

Receptor averaging: Receptor averaging provides a uniform prediction for each Class I area. Class I areas in North Dakota represent relatively small landmasses when considering, one, the large, 100- to 200-kilometer differences between these Class I areas from the major increment-consuming sources and, two, the meteorological variables involved. Some of the meteorological variables include surface elevations, surface coverage, cloud cover, wind speeds, wind directions, atmospheric stability, et cetera. It is not reasonable to believe that models can predict differences in real world sulfur dioxide con -- real world sulfur dioxide emissions with reliable accuracy at receptor locations that are located only a few kilometers apart on a 3-hour basis. Averaging the predicted concentrations over the receptors in each Class I area provides for a more realistic concentration for that period of interest, i.e., 3-hours or 24-hours. Receptor averaging results in a single concentration

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to represent the impacts in the Class I area for the respective time intervals. Receptor averaging takes into consideration the limitations of long-range dispersion modeling. It is because of the predictive limitations of the model the Department's approach to receptor averaging over each Class I area is appropriate.

Redesignation of Fort Peck Indian Reservation to Class I: Because the Department issued PSD and construction permits prior to Fort Peck Indian Tribe redesignation of its tribal lands in Montana to Class I in 1984, it would be inappropriate to apply, retroactively, the PSD increments to Fort Peck.

Application of the Calpuff model over distances exceeding 200 kilometers. The Department has applied its analysis to include Fort Peck and Medicine Lake Wilderness areas in Montana, which are well beyond 200 kilometers from sources in North Dakota. These distances are beyond the recommended application range of the Calpuff model for the same reasons I have cited previously under the EPA modeling analysis in my testimony. The Department should limit its application of the Calpuff model to distances of 200 kilometers or less.

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In conclusion, states like North Dakota, consistent with the Clean Air Act, are best served to balance all the competing air quality interests in the State and to construct a well-designed set of air quality programs. The intent of Congress was for the states to manage the PSD program. In that spirit North Dakota has an EPA-approved SIP which includes the PSD program.

North Dakota citizens enjoy some of the cleanest air in the nation, being one of only 15 states that meets all of the national ambient air quality standards. Over the past two decades, air quality in the Class I areas has steadily improved, not deteriorated based upon the Department's ambient air quality monitoring data. The ambient air quality levels currently being measured are very low in the Class I areas. Sulfur dioxide emissions from all sources have decreased by approximately 59,000 tons from 1996 to 2001. Nitrogen oxide emissions from all sources have decreased by approximately 28,000 tons from 1995 to 2001. Therefore, the Lignite Vision 21 Program supports the position that, one, the North Dakota SIP is adequate to prevent the significant deterioration of air quality. Two, the Department's technical

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assessment, while it needs further refinement, supports the finding that the SIP is adequate and, 3, EPA should respect and defer to North Dakota's ongoing administrative efforts, given that North Dakota has an EPA-approved PSD program.

At this time I would be willing to try and answer any questions.

MR. SCHWINDT: Thank you, Mr. Burgess. Are there any questions?

MR. HARMS: Jeff, just one or two, perhaps. Yesterday I was speaking with Scott Fry of Dakota Resource Council, and I asked him about his thoughts with respect to the State's goal of allowing for economic development and still maintaining its air quality.

And you and I had some discussions about that question on the record. And I guess I'm curious about your thoughts on whether the State of North Dakota, the Department of Health, in particular, can protect North Dakota's air quality for the future while at the same time allowing for economic development to occur, such as the Lignite Vision 21 Program that you're speaking of this afternoon, and if you think that's attainable, maybe you could offer us some suggestions as to how you

technologies and state-of-the-art pollution control technologies. And so the long and short of it is, that, yes, I think the State can protect air quality consistent with allowing economic development.

Let me add one more thing, too, is that the North Dakota State Legislature intended for the Department of Health to protect the environment, air quality, and other components of the environment as well as to promote social and economic development. It's written right into the air pollution control law under a section called something to the effect of legislative intent, so those, although challenging, mandate -- their role is not inconsistent with what the legislative intent is.

MR. HARMS: One other question. You talked about the new facilities, and I guess I'm interested in knowing, were you telling us the differences between what a new facility might produce in terms of emissions versus what some of the other facilities are that are operating around the country just on a percentage basis how they compare?

MR. BURGESS: Well, I think some of the figures I've seen on an annual basis, a new facility would be on the order of about 4,000 tons per year, and -- which are a fraction, maybe 10 percent of

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think that would be done or could be done.

MR. BURGESS: Okay. Well, first, I do think that economic development and environmental protection are not mutually exclusive. I think the Department has done a good job in administering the environmental programs and air pollution programs over the last three decades. I've seen many times over during this hearing the charts showing the ambient air quality monitoring data, how it's improved. Also, industry has stepped up to the plate and done their share as far as contributing to the environmental quality of the State. They instituted hundreds of millions of dollars of pollution control equipment on existing facilities. The oil and gas industry has been very influential in the impacts on the park in their data -- in their gas collection systems.

As far as the future is concerned, Andrea Stromberg mentioned other environmental rules that are coming down the pike that are going to continue to assure that air quality in the State is protected. A facility such as a Lignite Vision 21 facility, which I am particularly interested in as being a representative of the Industrial Commission, will be instituting the state-of-the-art clean coal

some of the emissions from some of the facilities for the same -- for about the same size.

MR. HARMS: Okay. No further questions.

MR. WITHAM: Lyle Witham. Jeff, Terrence Harpong yesterday, I thought gave good testimony, some powerful imagery about the view from the Assumption Abbey and impacts in terms of -- on his aesthetic experience, anyway, from that perspective. But he made -- and some of the other members of Dakota Resource Council, at least this is what I got from their testimony, the hearing officer can judge for himself, but there seemed to be kind of a conception that development of wind resource and development of coal resource are an either/or proposition. Is that the case, or is there really to develop one and the other, they need to be developed synergistically? I just wanted to give you an opportunity to comment on that.

MR. BURGESS: Well, I don't think that it needs to be either/or. I think it's up to the developer. I know that for some people green energy is popular and they're willing to pay more. For other people I know that they have enjoyed cheap electricity and some people need cheap electricity based on their economic status. I think that as

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part of the Lignite Vision 21 Program and the contract that the Lignite Energy Council, Lignite Vision 21 Program has with the Industrial Commission, the strategies and activities include coal/wind partnerships with the Lignite Vision 21 applicants and participants. So I think that they politically and realistically complement each other.

MR. WITHAM: No further questions.

MR. SCHWINDT: Thank you. Any other questions? Paul.

MR. GREEN: If we were to get past all these hurdles and get the extra generation, how are we going to get the electricity out of the State of North Dakota?

MR. BURGESS: I don't recall that being part of my testimony, transmission, but --

MR. BUCHMAN: What?

MR. BURGESS: I don't recall testifying on transmission.

MR. GREEN: It's my understanding that the two units up at Underwood are not running at full load. They can't get the power out. It's also my understanding that the ranchers, farmers, eastern North Dakota, Minnesota, they're out there with their shotguns and rifles, they're not going to let

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any more towers be put up. It's not a matter of rules and regulations. They're going to take the law in their own hands. First of all, we're going to have to get the power out of North Dakota. And if we get a means to do it, why don't we look at burning Powder River coal?

I have a friend around Bozeman, down in Gillette, who is in charge of all coal sales for Kennecott Energy. They have an agreement with Burlington Northern they could get Powder River coal in here at a cheaper cost per Btu than you can go out and get your hands dirty mining this lignite. It's 9,500 Btu, 20 percent water, one-sixth the amount of sulfur. It seems to me that would be ideal if we are going to look to expand and build more power plants here in North Dakota.

I understand that Basin is -- at Lee Olds 1 and 2 are burning some sort of a mix of lignite and Powder River.

MR. BURGESS: Paul, my testimony was on merits and deficiencies of the Department's and EPA's review of the PSD program. I'm not talking about the merits of Powder River/Basin coal, lignite coal, transmission or anything like that.

MR. GREEN: Well, it's obvious I didn't

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bring it up just for you, Jeff. I wanted to raise it so the other people could hear this. You know, there's many ways to skin a cat and when you get it all done, you want to do it as cheaply as possible and leave as much of the cat left. I don't care for eating grilled cat myself. I'll shut up.

MR. SCHWINDT: Any other questions? Thank you, Mr. Burgess. That's all the testimony that I have scheduled as part of the process. But is there any other testimony that someone wishes to provide? Seeing none, any further comment that anybody wishes to make and any rebuttal to the testimony that you have heard can be submitted to me at the Department of Health address -- that's Box 5520, Bismarck, North Dakota 58506 -- by May 24th. In addition, copies of the transcript will be available next week, it's my understanding. You may contact the court reporters directly for copies of that. Is that the correct process? Anything else? Deb?

MS. LEVCHAK: Are you entertaining requests for extensions, or do you intend to rule on that?

MR. SCHWINDT: We did extend it to May 24th.

MS. LEVCHAK: Sorry, Fritz. All right.

MR. SCHWINDT: Any further comments can be

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submitted by May 24th. Anything else? If not, we stand adjourned. Thank you for your attention.

(Concluded at 3:20 p.m., Wednesday, May 8, 2002.)

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I, Denise Andahl, a Registered Professional
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Dated at Bismarck, North Dakota, this 15th
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Denise Andahl
Registered Professional Reporter

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